

**CITY OF OREM
PLANNING COMMISSION MEETING MINUTES
NOVEMBER 4, 2015**

The following items are discussed in these minutes:

STATE STREET CORRIDOR MASTER PLAN – RECOMMENDED APPROVAL

STUDY SESSION

PLACE – Orem City Main Conference Room

At 4:00 p.m. Chair Moulton called the Study Session to order.

Those present: Carl Cook, Becky Buxton, Carlos Iglesias, Karen Jeffreys, Lynnette Larsen, and David Moulton, Planning Commission members; Bill D. Bell, Development Services Director; Jason W. Bench, Planning Director; David R. Stroud, City, Planner; Clinton Spencer, GIS Planner; Brandon Stocksdales, Planner; Sam Kelly, City Engineer; Paul Goodrich, Transportation Engineer; Steve Earl, Legal Counsel; David Spencer, City Council Liaison; David Nicholas and Ray Whitchurch, IBI Group and Loriann Merritt, Minutes Secretary

Those excused: Michael Walker, Planning Commission member; Cliff Peterson, Private Development Engineer;

Paul Goodrich gave a presentation about the Transportation Master Plan. The Commission and staff briefly reviewed agenda items and minutes from October 21, 2015 meeting and adjourned at 4:55 p.m. to the City Council Chambers for the regular meeting.

REGULAR MEETING

PLACE - Orem City Council Chambers

At 5:00 p.m. Chair Moulton called the Planning Commission meeting to order and asked Carlos Iglesias, Planning Commission member, to offer the invocation.

Those present: Carl Cook, Becky Buxton, Carlos Iglesias, Karen Jeffreys, Lynnette Larsen, and David Moulton, Planning Commission members; Bill D. Bell, Development Services Director; Jason W. Bench, Planning Director; David R. Stroud, City, Planner; Clinton Spencer, GIS Planner; Brandon Stocksdales, Planner; Sam Kelly, City Engineer; Paul Goodrich, Transportation Engineer; Steve Earl, Legal Counsel; and Loriann Merritt, Minutes Secretary

Those excused: Michael Walker, Planning Commission member; David Spencer, City Council Liaison

Chair Moulton introduced **AGENDA ITEM 3.1** as follows:

AGENDA ITEM 3.1 is a request by Development Services to amend Orem City General Plan by **CREATING APPENDIX A AND RECOMMEND APPROVAL OF THE STATE STREET CORRIDOR MASTER PLAN.**

Staff Presentation: Mr. Stocksdales said the City of Orem partnered with UDOT, MAG, UTA, and the City of Provo to select IBI Group in September 2014 to complete the State Street Corridor Master Plan. The purpose of the plan is to provide long range recommendations regarding transportation improvements, land uses, economic development opportunities, urban design guidelines, and high density housing analysis for the corridor. The Plan is organized into five main sections: vision and framework, mobility, land use, urban design, and implementation.

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An extensive public outreach effort was launched to seek public input, including six public open houses, noticing all businesses in the study area, three public engagement websites which had over 11,000 unique visitors, presentations to citizens’ commissions and councils, and other presentations and outreach opportunities. The input received by the public was the primary force in developing the major goals, objectives, and recommendations of the plan.

Major objectives of the plan were developed based on public input, best practices, and staff and city council guidance. These objectives include:

1. Create a boulevard on State Street;
2. Provide flexibility to incorporate future transit;
3. Develop a safe and complete bikeway along State Street;
4. Connect State Street to Orem Boulevard;
5. Develop unique and strategic growth areas;
6. Create an identifiable downtown and center for the community;
7. Develop a strong open space network along State Street;
8. Preserve and connect existing neighborhoods;
9. Create a family-oriented environment; and
10. Encourage economic development.

This is a long range plan to guide future development and provide recommendations to city staff, the Planning Commission, and City Council as future development occurs along the corridor. In placing the plan in the City’s General Plan, it is the intent of city staff to begin incorporating these goals and objectives into the relevant land use, transportation, housing, and urban design sections of the General Plan. This plan is a developer-driven approach to redevelopment, meaning it provides recommendations for changes that can be incrementally implemented as private development and redevelopment occurs. It is an advisory document not a mandate for development.

The final draft is available on the main page of the City’s website – www.orem.org.

Recommendation: The Development Services Department requests the Planning Commission provide a positive recommendation to the City Council regarding the approval of the State Street Corridor Master Plan and adopting it as Appendix A of the Orem City General Plan.

Mr. Bench stated that the State Street plan is a 25-year plan. The Orem General Plan is an advisory document. He added this is not a mandate for development, but a plan to facilitate growth along State Street into the future. This is a market driven plan, which has the potential to increase development options and property values for property owners along State Street.

Chair Moulton asked if the Planning Commission had any questions for Mr. Stocksdale.

Chair Moulton invited the applicants to come forward. David Nicholas and Ray Whitchurch introduced themselves.

Mr. Nicholas presented their research for the State Street Corridor Master Plan.

Public input was gathered through questions on Mindmixer and in Public Workshops. There were six public open houses and 25 Mindmixer topics along with neighborhood and Interest Group Presentations.

The public feedback identified these general areas of interest:

- Mobility
- Aesthetics
- Identity
- Safety
- Economics

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Vision Statement – Create a dynamic and incremental framework to guide future growth throughout the State Street Corridor resulting in economic development initiatives, transportation solutions and enhanced community image and identity. The State Street Corridor will promote a family-friendly culture while becoming an attractive, urban lifestyle alternative for residents, businesses and visitors.

The Master Plan Goals include:

- Provide regional, local and multi-modal transportation solutions;
- Lateral approach to a linear corridor connecting adjacent neighborhoods east and west;
- Increase building frontage real estate through finer grain street and block network leveraging development opportunities between State Street and Orem Boulevard;
- Concentrate density nodes around potential transit system station areas;
- Create a complimentary network of character districts to establish sense of place;
- Enhance open space system to encourage walkability, community gathering, healthy living and active storefronts;
- Improve the aesthetic appearance of the corridor;
- Redefine development standards and policies to manage growth;
- Maintain bedroom community character while embracing critical and strategically located mixed-use density to preserve existing neighborhoods;
- Build on Orem’s promise of being the best place in America to raise families.

Plan Objectives:

1. Create a boulevard on State Street;
2. Provide flexibility to incorporate future transit;
3. Develop a safe and complete bikeway along State Street;
4. Connect State Street to Orem Boulevard;
5. Develop unique and strategic growth areas;
6. Create an identifiable downtown and center for the community;
7. Develop an open space network;
8. Preserve existing neighborhoods;
9. Create a family-oriented environment;
10. Encourage economic development.

Mobility:

- Create a boulevard that is safer, multi-modal, more pedestrian friendly, and more aesthetically pleasing;
- Prepare for future light rail line on State Street, with stations located at strategic growth nodes;
- Create a bikeway along State Street that utilizes Orem Boulevard; and
- Link mobility to land-use and encourage redevelopment.

Land use impacts:

- Addition of up to 9,400 residential units
- Addition of up to 4,300 jobs in new office development.
- 48% increase in taxable sales despite [35%] reduction in overall retail square footage through shift to more compact and walkable boutique retail users within growth nodes. Maintain existing retail land use pattern between growth nodes.
- [140%] increase in tax revenue.

Urban Design summary

- Create a street wall along State Street and other streets in the corridor by locating parking behind, or to the side of buildings;
- Further develop the open space system in the corridor;
- Develop refined signage plan to reduce visual clutter along State Street;
- Increase function, livability, and walkability in corridor by increasing the streetscape amenities; and
- Add landscape in medians and parking strips, with an emphasis on water-wise planting.

Implementation Timeline

5 years:

- Policy updates & Plan amendments
- Traffic Signal Study

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- Streetscape plan & design
- Begin constructing Boulevard in priority nodes

10 years:

- Construct TRAX line on State Street

City Center

5 years:

- Adopt new regulating plan & design guidelines
- Implement corridor streetscape & signage plan

10 years:

- Create a finer grid in the large parcel on southeast corner of State Street and Center Street

Chair Moulton appreciated all the hard work IBI and staff had put into the plan.

Chair Moulton asked if there had been any studies on how light rail down the middle of the street will affect the friction of the road. Mr. Goodrich indicated the installing light rail would require a raised medium from one light to the next and the friction would be minimal. There would be friction at the signals, but if it goes to light rail it will increase the volume. He noted that when the light rail was first installed in Salt Lake the ridership was larger than the initial study. Mr. Cook asked if Utah Transportation Association (UTA) has been involved. Mr. Goodrich said yes. Light rail has been on the vision plan all along. Mr. Stocksdales indicated that UTA and UDOT has been involved from the beginning of the State Street Study and are supportive and interested in the outcome.

Vice Chair Iglesias said he moved here 22 years ago and remembers Orem had lots of orchards and was very rural. As growth happened State Street quickly became a mismatched conglomerate of businesses that happened without any cohesive plan. This plan addresses growth and reinvents State Street. This will also give us our own culture and allow businesses to be able to stay and invest back into the community. He asked what the benefit is to having a State Street Master Plan. Mr. Goodrich said there is a transit benefit. It makes it easier to get County, State and Federal dollars, because they see there is a long range plan.

Chair Moulton opened the public hearing and invited those from the audience who had come to speak to this item to come forward to the microphone.

John Reinhardt, Orem, said he liked the plan overall. He did have a few concerns. He wondered how Proposition One's failure will affect the plan. He also wondered if the high rise's that are allowed in the nodes will leak into the areas in between. His third concern was with creating transient housing, which will only be beneficial for small families. His final question was at what point does the City get tax benefits from this plan and will the City use CDA's.

Mark Tippetts, Provo, asked if there will be any connection to the Front Runner. Chair Moulton said there has been talk about the Bus Rapid Transit (BRT). Mr. Bell said that the BRT will be built on University Parkway and will be the exact dimension for Trax, which could be built in the future. Mr. Tippetts asked if it will connect with Front Runner. Mr. Bell said yes.

Mr. Stocksdales said that State Street is an important corridor and using the form-based code is a new approach to planning. The City is asking the community to be involved. The BRT project will be in other parts of the City also. The City is also redoing their Transportation Master Plan and both plans are being developed close together in order to work together. Staff is also working with 36 neighborhoods also.

Mr. Reinhardt said he liked the downtown feel, the bike path connection State Street and Orem Boulevard. He wondered if other cities had tried using form-based code. Mr. Stocksdales said that planning's goal is to do the best practices, however staff does not have a crystal ball and so changes may be necessary in the future. The form-based code was explored by staff and presented to the City Council in a work session. It is used by other cities in Utah and around the country, like Saratoga Springs, Springville, Heber City and Miami, Florida. The plan encourages development to certain areas so that tall buildings are not next to single family homes. Mr. Bench added that currently properties are rezoned to PD zones and if this is

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passed it will not be a true form-based code, but a hybrid that will work with current development mechanisms.

Chair Moulton closed the public hearing and asked if the Planning Commission had any more questions for the applicant or staff.

Ms. Buxton said she moved to Orem in 1998 and her grandmother asked her why she would move to Orem, they do not have a downtown. At the time she just wanted a home. It is important to deal with the growth issue. Everyone wants things to stay the same, but we also want our kids and grandkids to stay here. In order for that to happen we need places for them to live. She likes the node concept. The nodes provide a sense of identity for the various areas. She also likes the graduated height tapering near the residential areas.

Mr. Cook commended staff for the work on the State Street Plan; it is well thought out and has wonderful concepts.

Chair Moulton said he went to Brigham Young University as a student in 1986 and when he drove down State Street he thought it was the end of the earth it was so open. Now it is the center of his earth, because he lives in Orem. It will probably change again by 2040 and it is good to have a plan in place beforehand. He understands that it will be revisited and modified as time goes by.

Ms. Larsen said she came in 1967. Over the years islands had been installed and removed and now they are being proposed to be installed again. Were they taken out to have a more open feel or are they used as traffic control? Mr. Stocksdalesaid this approach is a more comprehensive approach. In designing the project they look at mediums as a better way to manage traffic on State Street. BRT has always been in the equation and it is good that UTA and UDOT and MAG are on board. There are many advantages to future development on having BRT/Light Rail on State Street.

Ms. Larsen asked if there will be transit stations on the north or the south. Mr. Goodrich said there is a transit station to the south. The Master Transportation Plan will be updated every five years and as growth happens there will be a transition from BRT to light rail. Ms. Larsen liked the idea of updating the Transportation Master Plan every five years, which will keep up with the changes in the City.

Chair Moulton asked how to avoid high rises being built between the nodes. Mr. Stocksdalesaid that some areas could fill in, especially to the south where they are trying to create a downtown area. The study area is 5.5 miles and there are 700 businesses and a lot of things going on. This plan has flexibility and does offer a lot of different allowed uses.

Chair Moulton asked when the tax benefits will occur for the businesses. Mr. Bench said that any type of development will improve the value of the property. This will also allow property owners to have more uses that will increase the value of the property. Mr. Goodrich noted that since Proposition 1 did not pass and if it had then Orem would have received 1.6 million per year for transportation projects. BRT is already funded through federal government money.

Mr. Cook asked about the improvements on State Street. Mr. Goodrich said that when 800 North was widened UDOT put in the raised mediums. The changes on State Street will not be installed all at once, but will be done in small sections at a time.

Mr. Bell said there is talk about a partnership between UDOT and the City of Orem concerning the development of State Street.

Ms. Larsen asked if the areas of development become City owned strips, UDOT or will individual business owners be responsible for the maintenance of the park strips. Mr. Goodrich said the city policy is the owner is responsible to maintain the park strip. Mr. Stocksdalesaid this is consistent with what is currently happening.

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Ms. Buxton asked if there are any cities in this type of change or a few years ahead of us. Mr. Stocksdalesaid there are cities in Utah and around the country that have done this. They have had varies levels of success. Many cities are facing the similar issue of starting rural and growing into cities. Virginia has a corridor plan and has taken an incremental approach to developing like Orem wants to. There are dozens of cities throughout the country that is doing this.

Chair Moulton called for a motion on this item.

Planning Commission Action: Mr. Cook said he is satisfied that the Planning Commission has found this request complies with all applicable City codes. He then moved to recommend the City Council approve the State Street Corridor Master Plan. Vice Chair Iglesias seconded the motion. Those voting aye: Carl Cook, Becky Buxton, Carlos Iglesias, Karen Jeffreys, Lynnette Larsen, and David Moulton. The motion passed unanimously.

MINUTES: The Planning Commission reviewed the minutes from the previous meeting. Chair Moulton moved to approve the meeting minutes for October 21, 2015. Ms. Buxton seconded the motion. Those voting aye: Carl Cook, Becky Buxton, Carlos Iglesias, Karen Jeffreys, Lynnette Larsen, and David Moulton. The motion passed unanimously.

ADJOURN

Chair Moulton called for a motion to adjourn. Ms. Jeffreys moved to adjourn. Ms. Larsen seconded the motion. Those voting aye: Carl Cook, Becky Buxton, Carlos Iglesias, Karen Jeffreys, Lynnette Larsen, and David Moulton. The motion passed unanimously.

Adjourn: 6:23 p.m.

Jason Bench
Planning Commission Secretary

Approved: November 18, 2015